ERIC Document Resume	See Instruction Sheet	DATE OF RESUME	DATE RECEIVED

A. PUBLICATION DATA

1. ERIC NUMBER	2. ORIGINATOR CONTROL NO(S).	3. IDENTIFICATION NO.	DO NOT WRITE IN SPACE BELOW
ED001513	N.A.	N.A.	

4. AUTHOR(S):
Levine, Aaron

5. TITLE OF DOCUMENT ABSTRACTED:
Task Force Report on Community Organization for Citizen Participation

6. PUBLICATION TITLE:
N.A.

7. EDITOR(S):
N.A.

8. PLACE OF ORIGIN
Action For Boston Community Development
ORG.
ST.
Boston, Mass.
CITY, STATE
TELE. EXT.
INST/LOC CODE

9. PUBLISHER OR SOURCE
Action For Boston Community Development Boston, Massiachusetts

10. VOL.	11. PAGES	12. MO./YR.	13. TOTAL PP.
N.A.	N.A.	6/61	28

MICROFILM COPY AVAILABLE
YES ☒ NO ☐

COPYRIGHT GRANTED
YES ☐ NO ☒

COPYRIGHT RELEASE FILED
YES ☐ NO ☐

TYPE OF REPORT
PROPOSAL ☐
IN-PROGRESS ☒
FINAL ☐
FOLLOW-UP ☐

OTHER ERIC REFERENCES:

ERIC SATELLITE CODE

B. INDEXING DATA

14. SUBJECT AREA

15. TYPE OF ENDEAVOR
report

16. INDEXING TERMS (6-12)

community organization	civic organization	ABCD		
citizen participation	programs	Action for Boston Community Development		
urban education	democracy			

17. ABSTRACT (MAX. 250 WORDS)

The overall goal of community organization for citizen participation was to realize to the fullest extent a democratic society. The community organization tried to have the entire community, from the top executive to the slum tenant dweller, represented at all meetings.

This new city-wide civic agency, entitled Action for Boston Community Development (ABCD) reviewed and raised issues related to the physical, social, and economic development of the community in order to fulfill and satisfy the human needs of Boston.

The main concerns were provisions for improved public facilities, review of the city's codes, review of specific planning and issues, and consideration of a metropolitan approach to social planning problems.

ERIC No.

18. SOURCE OF ABSTRACT

C. FUNDING DATA

19. SUPPORTING ORGANIZATION	20. DIVISION OR DEPT.	21. CONTRACT NO. / PROJECT NO.
	22. TOTAL COST OF PROJECT	
	23. DURATION OF PROJECT	U.S. Department of Health, Education, and Welfare Office of Education

ERIC Form 1

ED001513

ACTION

FOR

BOSTON COMMUNITY DEVELOPMENT

REPRINTED BY PERMISSION
U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN PRINTED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

COMMUNITY ORGANIZATION FOR CITIZEN PARTICIPATION

Introduction 1

Goals for Citizen Participation 3

Community Organization for Citizen Participation 6

Recommended Method of Community Organization for Citizen Participation 7

Alternative Method of Community Organization 9

Structure of Proposed Civic Agency 14

1. Role of Boston Community Development Program 14

2. Function 15

3. Constituent Members 16

4. Board of Directors, Officers, and Committees 16

5. Staff 18

6. Work Program 22

7. Relationship to Other Private and Public Agencies 24

Task Force Committee on Community Organization 25

COMMUNITY ORGANIZATION FOR CITIZEN PARTICIPATION

INTRODUCTION

Citizen participation in community affairs is acknowledged to be one of the fundamental benefits of a democratic society. But as our cities have grown and urban problems have become more complex, the possibility of obtaining genuine citizen participation in the determination of our daily public affairs and in the achievement of long-term goals has become more difficult to realize. This is dramatically evident in Boston, where the heritage of the New England Town Meeting and the continued involvement of the citizen in community affairs has become more of a legend with each passing decade.

In recent years, however, there has been renewed interest in this traditional concept of citizen involvement and citizen participation in the shaping of our community. City planners and social scientists have recognized that the major purpose of their plans is to serve the needs of people. In several cities, physical and social planning agencies have actually undertaken programs which involve citizens, at a city-wide and local level, in the determination of policies and plans for their own communities. But even in the most successful of these ventures, the final result has seldom achieved the high level of participation and effectiveness that was hoped for at the outset. Limitations of budget and staff, or problems of citizen leadership, work program, or political conflict, have been some of the reasons for the lack of complete success.

There is not time available in this study period to detail the experiences of Philadelphia, Baltimore, San Francisco, or Chicago--to name

just a few cities with active planning programs. However, there has been sufficient experience in these cities, and in Boston in recent years, to demonstrate conclusively that effective citizen participation in community development can be secured if certain basic principles and practices are recognized and implemented.

This conclusion is strengthened by two significant trends which have developed during the past decade. In the field of social welfare, there has been a growing tendency on the part of social work agencies to focus their programs on the community as a whole. Through group work and community organization, social services are reaching a much larger segment of the population. This increasing involvement of citizens in the process of social planning for the community is significant.

The other trend reflects a change of attitude of many city planning agencies throughout the country. Although they are still deeply enmeshed in architectural studies of civic designs and technical analyses basic to physical planning, many agencies have become increasingly aware of the need to involve citizens in the preparation of community plans if their plans are to be meaningful. They have come to realize that citizens can contribute ideas which greatly improve the quality of the final plans. That attitude was strengthened in 1954 by the Federal Urban Renewal requirement of a "workable program" which had to include citizen participation in the community if it wished to qualify for matching Federal funds. Although this requirement is still not fully enforced, it provides a strong financial incentive.

Recent developments in the Boston Urban Renewal Program and at the Federal level have focused even more attention on the need for citizen

participation. With renewal programs based increasingly on rehabilitation with private funds rather than on clearance with public funds, the citizen must understand the community renewal program, if he is to support it. He must be enthusiastic about it, if he is to invest in it.

We must also recognize that community improvements are often painful for tenants or owners who are not being asked to invest their capital, but rather to allow themselves to be divested of their properties which are to be demolished or put to another use. In effect, this is a personal contribution which they are being asked to make to the entire community to enable urban renewal to proceed. We have a deep obligation in a democracy to have them understand not only what is happening to them, but why it is taking place in their community.

There is also a very practical political reason for developing citizen understanding and support for the urban renewal program. Frequently, public officials are asked to approve urban renewal policies and programs which will be opposed by the interests affected. It is both unfair and unrealistic to expect our officials to take unpopular action of this type, unless a substantial and well-informed majority of the community understands and supports the urban renewal program.

It is to meet all of these needs, that an intensive program of citizen participation becomes important for Boston.

GOALS OF CITIZEN PARTICIPATION.

Citizen participation in urban renewal is interpreted differently in each community. In some, it consists of a mayor-appointed committee which meets occasionally and reports solely to the public officials. In other areas, it means a city-wide organization, established twenty or thirty

years ago to consider specific planning or housing problems. In several communities it consists of one or two neighborhood organizations established solely to meet the Federal requirement of the "workable program." In still other communities, it consists of a committee of downtown merchants.

All of these groups are important if citizen participation is to be achieved in an urban renewal program. But none of these interests can be truly representative of the entire community. Boston should seek to achieve genuine citizen participation involving all interest groups.

Overall Goal: The overall goal of citizen participation in Boston should be the ultimate realization, through citizen involvement coordinated with public policy and private action, of a community developed according to the fullest democratic expression of our society. The Urban Renewal Program provides the first major opportunity in that direction.

Representation of entire community: This overall goal will result only if another major goal of citizen participation is achieved. Citizen participation in Boston must truly represent the citizens at all social, cultural and economic levels of the City. The goal should be to obtain the understanding, the viewpoint and the active participation of the entire spectrum of citizen interests in Boston. It should range from the top executive of the downtown corporation to the tenant in the blighted structure slated for demolition in the Urban Renewal Program.

Continuing process.

Citizen participation should be considered as a process which is geared to the extended time schedule of the community development program. It should not be treated as an experiment for only a few months, or even a year or two.

If ever there is a point when all the social and physical needs of our communities appear to be met, we should try even then to continue this process of citizen involvement and citizen participation in order to cope with new problems and opportunities as they arise.

Three levels of consideration:

Another goal of citizen participation should be the effective citizen involvement at all three levels--the neighborhood, the district and the entire city. The program should not be limited to any one of these levels. If it is restricted, it might provide a city-wide viewpoint with little validity at the "grass roots" level or, conversely, it might develop a purely provincial viewpoint.

Independence of citizen organization:

To remain a continuing and vital part of community life, citizen participation in Boston should be completely independent of partisan politics, public agencies, and public officials. This does not mean that the governmental function is disregarded or excluded from consideration. Rather, cooperation with

public agencies and officials should be sought and responsibly developed.

Utilization of community resources: A goal of the citizen participation program should be the maximum utilization of the resources and services available from the public and private agencies. In this way, the community will realize the greatest use of the funds being expended in both the public and the private sectors.

COMMUNITY ORGANIZATION FOR CITIZEN PARTICIPATION.

Genuine citizen interest and citizen participation in community affairs in Boston will not take place automatically. It will be necessary to bring certain positive forces and skills into operation if this process is to be initiated effectively for the entire city in the near future. The techniques of community organization and specialist staff services provide the major tools to accomplish the task.

Experience in most cities indicates that meaningful citizen participation in social and physical planning matters, at both the district level and the city-wide level, usually requires some degree of professional staff assistance. At the outset it is help to have staff assistance in organizing the group and later to perform the detailed work needed to best utilize the time, energies, and talents of the volunteer citizens. There are very few major citizen organizations in the nation which have been able to establish themselves and to continue over an extended period without any professional staff. As the problems of urban living become more complex and cross district and city boundaries, the

SCHOOL OF EDUCATION
FOR RESEARCH & DEVELOPMENT
CAMBRIDGE, MASSACHUSETTS 02138

Task Force Report
on
COMMUNITY ORGANIZATION for CITIZEN PARTICIPATION

Aaron Levine, Chief Consultant
June, 1961

need for sound staff assistance becomes even more critical.

At the neighborhood and block level, most citizen organizations form with little if any professional staff help. An immediate issue or crisis confronting the neighbors is usually stimulus enough to produce a cohesive group to deal with the problem. Given a fair amount of success and some local citizen leadership, the neighborhood association or block group then becomes a stronger force in the community and establishes itself as a permanent organization. However, as problems arise that are different from those for which the group was first formed, or lie beyond the knowledge or interest of the original leaders of the group, there usually develops a need for some guidance. It is at that period that some limited professional staff assistance may be welcomed.

This is a sensitive point with many citizen groups. Their representatives frequently display a strong antipathy toward having professional staff services imposed on them. Instead, they want to be able to call upon such staff assistance when they feel a need for it. This does not mean that the staff should absent itself from the community until a formal invitation is issued to it. Rather, it should establish rapport with the local leadership and discuss the kinds of staff services which could be furnished to the group to make it function more effectively.

Recognition of these varying levels of staff needs and the fundamentally different character of each district is essential for the success of a community organization program in Boston.

RECOMMENDED METHOD OF COMMUNITY ORGANIZATION FOR CITIZEN PARTICIPATION

The provision of community organization services for citizen participation could be undertaken in Boston by several methods:

1. Boston Redevelopment Authority staff
2. Citizens' Relations Department staff
3. United Community Services staff
4. Settlement House or Local Agency staff
5. District Council or Neighborhood Association staff
6. New Civic Agency

Within this range of alternatives, there could be several variants. For example, the Redevelopment Authority might enter into a contractual relationship with a neighborhood association, a settlement house or a district council for the provision of community organization services. Another method might be the provision of such services through a combination of staff from both public and private agencies. Principles underlying these combinations and the other methods listed have been analyzed in this study.

After considering all of these alternatives, it is recommended that a new city-wide civic agency should be established to ensure broad citizen participation in the community development program. This recommendation is particularly appropriate for Boston at this time.

During the past decade, the attitude of most Boston residents--whether occupants of homes or of business establishments--was that comparatively little could be done by them or by the public officials to improve their community. But, since Mayor John F. Collins and Development Administrator Edward J. Logue have announced their proposed Urban Renewal Program for Boston, a new sense of excitement and possibility has been awakened in many groups and individuals.

There is a very strong and hopeful feeling that "things will happen." As one life-long resident stated, "This is our chance; if Boston doesn't improve with Collins and Logue, it will never improve!"

This attitude is fundamental to the success of Boston's Urban Renewal Program. But we must also sustain the interest and harness the energies and imagination of the citizen leadership at the neighborhood, the district, and the city-wide levels. This can be accomplished most effectively by the establishment of a new civic agency created primarily for this purpose.

This is the opportunity for the City to demonstrate to the entire nation that its "total approach" to urban renewal by its public agencies can be matched by genuine citizen participation in its community development program. Boston could be the first major city in the country to undertake a "teamwork" program of public agencies, private groups, and citizen organizations geared to the entire community, not to just one or a few project areas. Other cities have discussed this concept, but none have attempted it on the comprehensive scale proposed in this report.

ALTERNATIVE METHODS OF COMMUNITY ORGANIZATION

Before describing the new civic agency, the following comments are presented on the previously mentioned alternative methods of community organization.

1. Boston Redevelopment Authority Staff - the Boston Redevelopment Authority could expand its staff and provide community organization services directly to the local citizen groups. This is the practice currently in effect in Philadelphia.

Therefore, it is not recommended that community organization for citizen participation should be undertaken through either the Boston Redevelopment Authority or the Citizens' Relations Department, since they would rely on funds and/or personnel from the public agencies.

3. United Community Services staff - The experience of the United Community Services (UCS) staff in the North End, Dorchester and South Boston, indicates the effectiveness of its community organization workers at both the district and neighborhood levels. Conceivably, intensive staffing of the community organization division of UCS could mean the provision of similar services in other districts and even more intensive staffing in the districts presently served.

This alternative would appear to be one appropriate method for carrying out the community organization program in Boston. However, certain basic factors should be considered.

Over the years, UCS has developed into the primary administrative and coordinating agency for social welfare programs in the Metropolitan Boston area. While UCS has shown great interest in community development problems related to Urban Renewal, it does not appear to be reconstituting itself to deal exclusively with those problems from the community organization standpoint. In fact, it would be quite unfortunate if UCS were to change its character in this manner, since its specialized health and welfare functions will be greatly needed as an integral part of the total community development program.

Furthermore, to develop a community organization program of the magnitude required to supplement the "crash program" of the Boston Redevelopment Authority would mean a complete transformation of UCS structure

and program. In view of the experience in Boston and elsewhere, it is not feasible to place this new major function and intensive program within UCS unless the agency were shifting in that direction itself, and consequently needed the budget and staff to realize its new goals. This change in program emphasis is not evident at UCS.

In effect, the citizen participation program proposed in this report is a comprehensive one to cover all physical and social planning aspects of community development. Although it would be far more inclusive than the UCS program, it would require the assistance of UCS in considering problems in the social welfare field.

4. Settlement House or Local Agency staff – Another alternative might be to provide funds directly to settlement houses or local agencies to enable them to retain community organization staff for citizen participation. Extremely effective community development work related to urban renewal is being done by these agencies in some areas. However, as one would expect in a variety of agencies established at different times and in varying environments, there is a fairly wide differential of staff performance, work programs and even of goals of the settlement houses and local agencies in Boston. In order to carry out the comprehensive community development program with overall city-wide policies and goals applied to each district and neighborhood, careful coordination of all these cooperating agencies would be required.

In accord with one goal of the proposed citizen participation program, these existing resources should be utilized, particularly when they have demonstrated a sensitivity to the problems of community development and have displayed staff skill in working on these complex problems.

Standards for staff performance and quality and nature of the local programs would have to be established. Specific conditions would have to be set to qualify local agencies for financial assistance with the program. Coordination and good working relationships would have to be developed by these private agencies with the central community development staff and specialists described later in this report.

5. District Council or Neighborhood Association staff - One other method might be to furnish funds directly to district councils or neighborhood associations to permit them to hire their own staff as they desire. The neighborhood association is probably the most effective apparatus for bringing together citizens at the "grass roots" level and focusing their attention and abilities on common problems. It provides the link between the city-wide organization or district council and the citizen in his own neighborhood. It offers a vehicle whereby the citizen can make known his views and reactions in a systematic manner.

The distribution of funds directly to these lay citizen groups would appear to be one method of strengthening them by making it possible for them to retain staff. However, the problems of staff supervision and coordination, which would be difficult enough to achieve at the settlement house level with professional staff directors, would be almost impossible to accomplish with the diversity of citizen groups in Boston.

There would also be an eventual need for supplementary specialized staff services. As the community development program progresses, assistance will be needed with relocation, family life education, mortgage financing, rehabilitation--just to name a few of the problems. These can be handled most effectively by staff specialists with contacts throughout

the community, since they involve city-wide policies with implications for all districts. A local organization would have difficulty in obtaining these highly specialized skills.

Furthermore, many community affairs extend beyond neighborhood boundaries and often cross district lines. There could be serious problems of provincialism setting in without the benefit of the broader city-wide viewpoint or overall policy being considered if a series of purely local programs were instituted.

For these reasons, direct financial assistance to the neighborhood or district citizen groups is not recommended as the primary means of achieving citizen participation.

STRUCTURE OF PROPOSED CIVIC AGENCY

1. Role of Boston Community Development Program - It is recommended that the Boston Community Development Program should be considered as the focal point for the creation of the new city-wide organization. The prestige attached to its function in the relatively short period it has been in operation and the broad community approach taken by it, furnish the proper nucleus for a city-wide citizen organization devoted to the consideration of, and action on, policies and programs related to the physical, social and economic development of Boston.

Since the initials "BCDP" are difficult to remember, and we tend to identify organizations in Boston by their initials, it is suggested that the new city-wide organization should be called Action for Boston Community Development (ABCD).

There would be no financial or official connection between ACTION of New York and the ABCD organization. The latter would not be a branch

of ACTION. It would be hoped of course, that its success in Boston would strengthen the basic concept of ACTION.

This recommendation has been discussed with Mr. James Lash, Executive Vice-President of ACTION, and he is in agreement with the proposal to use the term "ACTION."

2. Function - ABCD would be an independent citizen group, completely free to review and raise issues related to the physical, social and economic development of the community. It would cover the broad range of activities concerned with community development, including legislative action when appropriate. It would act in a responsible manner and would recognize that its purpose is to strengthen the Urban Renewal Program and help achieve the goals described earlier.

ABCD would budget and allocate funds. It would establish standards and policies for the staff services it furnishes or contracts for at the district and neighborhood levels. ABCD would concern itself with three main areas of interest:

a. At the city-wide level--

Consideration of and citizen action on community development policies and programs.

b. At the district and neighborhood levels--

Provision of direct community organization services for citizen participation.

c. At the district and neighborhood levels--

Provision of specialized services to citizen groups in order to assist in the preparation of a social plan.

The principal function of ABCD would be to enrich with citizen participation the plans and programs of the Boston Redevelopment Authority and other public and private agencies, in order to make them clearly sat-

isfy the "human needs" of the people of Boston.

3. Constituent Members - Based on past experience in Boston and the difficulty of bringing together citizen groups of divergent types, it is recommended that the Board of Directors should represent the diverse interests in the community with each Director serving as an individual, rather than as an appointed delegate of his organization. This arrangement would preserve fully the strong autonomy of the many organizations in Boston and would not require each ABCD Board Member to obtain official confirmation of his viewpoint by his organization.

The communication function could be served by an active ABCD public information program utilizing mass media and a mailing list which would include all of the city-wide, district and local organizations in the Boston area. Periodic information reports and newsletters of ABCD should be distributed on a free basis.

4. Board of Directors, Officers, and Committees

Board: - It is recommended that the Board of Directors of ABCD should be eventually large enough to permit broad representation of the residents of Boston as well as persons reflecting the viewpoints of specialized groups in the community. These might include the Chamber of Commerce, UCS, the School Committee, the clergy, labor, colleges and universities, downtown merchants and professional and technical sccieties.

Careful consideration should be given to the detailed structure of the ABCD Board, including the length of terms and rotation of terms of Officers and Board members, the policy in regard to members of public agency boards serving on the ABCD Board, the method of nomination, and the Board's relationship to the Executive Committee.

Officers and Executive Committee: - The usual array of Officers should be elected by the Board. These could include a President, two Vice-Presidents, a Secretary and a Treasurer. The Officers and the four or five other members of the Board should comprise the Executive Committee. It is this group which would become the action body to implement the policies and programs of the Board.

It is noted that those civic agencies which have active Executive Committees which meet frequently, have proven to be the most successful groups. Where there is little of this continuing and intensive interest of volunteer citizens on an Executive Committee or Board, the organizations sometimes become "one-man" or staff director-dominated organizations. This diminsihes the willingness of other persons and groups to participate in the organizations and usually damages its public image.

Conversely, the Executive Committee must be completely responsive to its Board of Directors. It should act on behalf of the Board and should take its major actions subject to Board approval. Experience here and elsewhere indicates the ineffectual results of organizations which were dominated by a few men with little concern for the viewpoint or policy of the overall Board.

Committees: - In order that ABCD can consider the often complex development policies and programs and have ample opportunity for discussion and citizen review, it is recommended that several committees should be established. The function of these committees would be to review the subject matter and to formulate recommendations to the ABCD Board or Executive Committee. These committee reports then should be channelled through the Board or Executive Committee to avoid any possible

conflict with overall ABCD policy or objectives.

Committees could be established on community development problems of city-wide importance such as relocation, schools, recreation, public housing, minority housing, transportation and zoning. These committees would not supplant the work of any existing committees of other organizations. Rather they would attempt to consider the overall problems. Where an existing committee might be concerned with just one or a few aspects of the problem, the ABCD committee would recognize the work of that committee and would attempt to supplement it by considering the remainder of the problem as well. The stated goal of utilizing all available resources of the community should prevent a duplication of committee effort.

Committee composition should attempt to include at least one ABCD Board Member along with other persons with particular interest in or knowledge of the subject matter. Three categories of persons are suggested for committee membership.

a. Persons with geographic orientation to the districts affected by the committee subject matter. This furnishes the "grass-roots" viewpoint.

b. Persons with a broader city-wide or metropolitan approach to the subject.

c. Technical and professional trained persons in the particular subject. This could include the staff members of private organizations and business concerns.

5. Staff for Community Organization

Community Development Operations Staff - The central staff of ABCD should include a Community Development Director, responsible for furnishing extended community organization staff services and specialized

staff services to each district and, through the district council, to the neighborhood association upon request. He would also be responsible for the coordination of staff retained by private agencies under contract with ABCD.

For this program proposes not only a contractual relationship which might be made with certain settlement houses and local private agencies in order that they provide community organization services, but it also recommends that additional specialized services should be furnished which are not usually within their financial means.

Since the disposition of staff would differ in each district, there would be a variable pattern of organization to local ABCD operations. This would be caused also by the variations in timing of the Renewal Program in each area and by the difficulty in recruiting ABCD staff. The organizational pattern would be diversified further by the contractual relationships with private agencies in the community.

The composition of the staff concerned with the broad social aspects of community development and the nature of their work program have been developed by Task Force 1.

The staff requirements for each district will vary according to the character of the area and the nature of the program required to service the local groups. The program and the staff will have to be tailor-made for each destrict. There should be no application of a flat rate of one community organization worker per "x" thousand residents.

Special projects in any district will require not only the community organization worker, but also the assistance of the staff specialists to carry out any particular studies required for the program and implementation of the plans.

Since adequate physical planning services are apparently being provided by the Boston Redevelopment Authority in the Urban Renewal areas, there would be relatively little need for ABCD to furnish such services there. However, in the areas not yet designated for treatment by the Redevelopment Authority, such advance planning services should be considered by the ABCD.

The community organization staff assigned to the district or neighborhood should have some degree of permanency in order to establish the proper relationship and gain the confidence of the residents. They should maintain modest quarters in their districts. Sharing space in the district offices of the Boston Redevelopment Authority staff would be one possibility; sharing the existing office of a local citizen group would offer another possibility.

It is apparent that there will be difficulty in securing staff with formal training in community organization. It is also apparent that persons with other training and experience are demonstrating genuine skill in this field of community development. Men and woman with backgrounds in physical planning, labor relations, newspaper work, law, theology and education are presently demonstrating their ability in this field.

We should consider utilizing these people who have shown their effectiveness. Through in-service training and short courses, they could receive additional information and training in the disciplines of community organization and physical planning. The professional community organization worker could also receive renewal and planning training while the physical planner could undergo brief training in the field of community organization.

Formulation and Review staff - would operate at the central office. There would be two principal staff members. One would be a Physical Planning Specialist; the other, a Social Scientist or Social Planning Specialist. Each would require at least one Research or Administrative Assistant.

The function of this staff would be to prepare the technical material in their respective fields for the ABCD Committees and Board. They would service the committees and maintain liaison with the Community Development Operations staff in order to have first-hand knowledge of the problems they are considering from a city-wide policy viewpoint.

In considering the ABCD organizational structure, staff, and budget allocations, provision should be made for the retention of consultant and research services when required for special problems and projects.

Separate from the ABCD staff described thus far should be the ABCD Assessment and Evaluation unit. This is the unit which would maintain a continuing evaluation of the ABCD concept, structure, staff performance and general effectiveness of the program. It should be independent of the ABCD staff in order to maintain its objective review function. Task Force III has outlined its program in detail.

The assessment and evaluation unit, which might consist of consultants, rather than full-time staff, could feed back information on a continuing basis in order to modify any aspect of the ABCD program and concept. It is recommended that it also provide information to the schools of physical planning, public administration and community organization concerning the effectiveness in the field of certain staff training. This could be one of the most challenging aspects of the ABCD program

since it could guide and influence the future training of students concerned with all aspects of community development.

6. Work Program

Community Development Operations: The work program for the community development staff should be designed to meet the specific needs of the districts. As stated previously, it will not be the same for each district. Where effective citizen organization has been developed, the work program might attempt to strengthen it further. Where little citizen group activity has occurred, the ABCD program should be focused on the formation of representative citizen organizations with which the public and private agencies can work on the Urban Renewal Program and its related problems.

The citizen organization can be the mechanism for making the planning decisions meaningful at the neighborhood and district level. It is the vehicle on which the technical proposals should be tested and communicated to the "grass roots" level. Conversely, it should be encouraged to become involved in the planning process at the very outset, in order to make the maximum contribution of ideas and proposals. Only in this way can real "planning with people" be accomplished.

If treated skillfully and given time and staff attention, citizen groups can function effectively throughout the planning process, - from the discussion of neighborhood goals, the inventory of existing conditions, the determination of future land uses, preparation of the neighborhood plan, refining of the plan and the implementation of the policies and programs required to realize the plan. The planning program must be flexible and must be geared to the readiness of the citizen group.

It must be emphasized to the local community by ABCD that it is not bringing together citizens and citizen groups solely for the exercise of organization and its social work implications. Rather, it should be stressed that staff services are being made available upon request to assist local groups to become more effective. For there is resentment in some sections of Boston toward the prototype social worker and some of the experiences of the past three decades. If the ABCD program appears to be merely the extension of traditional social work services, there will be little opportunity to even begin to pursue the goals of ABCD.

The immediate work program for community development should include a rapid evaluation and profile of the existing citizen organization structure and services available in each district. Community organization workers should be assigned as soon as possible to the areas immediately affected by the Urban Renewal Program. Specialized staff services should be moved quickly into those situations where serious problems exist. The intensive program of the Boston Redevelopment Authority is proceeding at a rapid pace. ABCD will have to display the same sense of urgency and proceed quickly to carry out its concern for "the human side of urban renewal" if the total program is to accomplish its goals.

Formulation and Review: The work program of the Formulation and Review section should consider the fundamental physical and social planning problems of Boston. They are primarily of six types:

a. The social policies and programs required to meet the basic needs of people, e.g., rehousing, family assistance, relocation, (see Task Force I report).

b. The provision of adequate municipal "house-keeping" services for all districts. These would include street cleaning, trash removal, street repairs, police protection, street lighting, etc.

c. The provision of improved public facilities, such as recreation and school facilities.

d. Review of the City's codes, ordinances and city-wide planning policies and programs essential to urban renewal and overall community improvement.

e. Review of specific planning problems and issues, e.g., public housing, transportation, zoning.

f. Consideration of a metropolitan approach to the physical and social planning problems.

These subjects appear to be of greatest concern to citizen groups in Boston. At present, there is little opportunity for their consideration on a city-wide basis by a representative citizen group reflecting the many interests of the community.

7. Relationship to other private and public agencies - The community development task confronting Boston is so great that every resource of the community must be utilized. A goal of ABCD should be the maximum use of the available services and resources of private and public agencies.

The skills and programs of existing organizations should be encouraged to join with ABCD in pursuing their common goals. The cooperation of city-wide organizations like the Municipal Research Bureau and Chamber of Commerce, along with district groups will be particularly critical. For it will be this team-work approach of private organizations and citizens working in concert with the public agencies that will determine the ultimate success of urban renewal and community development in Boston.

Task Force Committee on Community Organization

William Burke (BCDP advisory committee), District Planning Chairman Dorchester United Neighborhoods Association.

Martin Meyerson (BCDP advisory committee), Director, Joint Center for Urban Studies of MIT and Harvard University

John McMorrow (BCDP advisory committee), Director of Administrative Management, Boston Redevelopment Authority

Mrs. Melnea Cass, President, Boston Chapter of National Association for the Advancement of Colored People

Wayne Newton, Chairman, Community Organization Department. Boston College School of Social Work

Thomas O'Day, Editor, Boston City Record

Charles Fraggos, Director of Community Organization, United South End Settlements

John McDowell, Dean, Boston University School of Social Work

* * * * * * *

Chief Consultant, Aaron Levine, Director of Citizens' Council on City Planning, Philadelphia